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ABSTRACT

The impact of the abolition of the Inner London Educational Authority (ILEA) on adult education in London (England) was explored. Specifically, the impact of abolition, that might support the concept and practice of active citizenship, was studied on three areas of adult education: environmental education, antiracist work, and work with voluntary organizations. Information was gathered from issues of the annual publication "Floodlight," a questionnaire sent to all 18 adult education institutions in London; and follow-up interviews were conducted. Respondents identified four ways in which adult education institutions encouraged people to be active citizens: (1) adult education as a positive social experience; (2) participation in student associations and committees; (3) the curriculum; and (4) priority groups. A generalized funding crisis in Inner London was found to be due to the abolition of ILEA and the implementation of the poll tax. The study also found increasing emphasis on job and examination-oriented courses. The amount of environmental education being conducted was so small as to be insignificant. Despite extensive work with black communities, there were outstanding questions about the success and future of these ventures. Educational work with voluntary organizations followed a number of models: community education, institutional, and community education/economic development. Further research questions were raised. (Appendixes include 17 references, data tables, and the questionnaire.) (YLB)

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UNIVERSITY OF WARWICK

Research Paper in Continuing Education Number 2

ACTIVE CITIZENSHIP & ADULT LEARNING IN INNER LONDON

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ACTIVE CITIZENSHIP AND ADULT LEARNING
in
INNER LONDON

1. The Research Brief

This report is a contribution to a wider research project on "Active Citizenship and Adult Learning" at the Continuing Education Research Centre, University of Warwick, funded by the Universities Funding Council (Appendix 1).

In brief, it explores the impact of the abolition of the Inner London Education Authority (ILEA) on Adult Education in Inner London (Note 1). These boroughs share a high level of social and economic problems and there is a long tradition of Adult Education in London engaging with the familiar problems of inner city deprivation. The present project attempts to make an initial judgement on the impact of abolition on three areas of Adult Education which might support the concept and practice of Active Citizenship: Environmental Education; Anti-racist work; work with Voluntary Organisations (Note 2).

While the study reaches a number of tentative conclusions, it also highlights a number of further research questions which emerge from the work completed.

Hypotheses and counter-hypotheses

1. Recent organisational changes to Adult Education in Inner London have emphasised an individualised "market" approach to provision, and have led to a decline in collectively orientated community education work.
   Counter: individual vs collective is a false dichotomy: we should be looking at what kind of individuals education does and should encourage, and the impact of adult education intervention in community settings.

2. ILEA abolition has seriously reduced LEA adult education provision in London, especially in the areas of work indicated.
   Counter: this work may be going on in other spaces (eg voluntary organisations).

3. The political complexion of the inheriting borough will have a decisive impact on the level of Adult Education provision.
   Counter: there is a generalised financial crisis affecting Inner London boroughs.

2. The Research Design

A major source of information about adult education in Inner London is **Floodlight** (ILEA 1989 and ALA/LBA 1990), published annually and sold via major outlets such as W.H. Smith. Since abolition, it has been published by the Association of London Authorities and

the London Boroughs Association, representing the 12 Inner London boroughs and the City of London. It is sponsored by Capital Radio. By comparing the last ILEA edition (1989/90) and the first ALA/LBA edition (1990/91), I was able to plot possible shifts in curriculum albeit at a very generalised level.

The basic research tool was a questionnaire sent to all 18 Adult Education institutions and services in London. This excluded the City of London, which at present is still drawing up plans to develop adult education provision, but included the 4 institutions funded by the Department of Education and Science via the London Residuary Body: Morley College, the City Lit, the Working Men's College and Mary Ward Centre. In the research these are referred to collectively as the "independent sector". 10 of the 12 boroughs have a service contiguous with borough boundaries, but Greenwich has two adult education institutes, while Camden maintains the Fleet Community Education Centre as a separate institution.

The questionnaire (Appendix 2) was designed to elicit quite precise information on such issues as funding or whether certain types of courses were run. But it was also designed to allow respondents to make more open-ended comments. This was very successful, and both types of information are used extensively in this report. A very high rate of return was achieved (14 out of 18) thanks to persistent follow-up and the wording of the covering letter, which emphasised that

> ... one of the ways out of the present difficult position that adult education in London finds itself in is to carefully document the impact, intentional or otherwise, of administrative changes and financial pressures on the service. I hope that with that in mind you will be able to find the few minutes necessary to respond as fully as you are able.

No response was received from two of the three Conservative boroughs - their identity is withheld in order not to identify the third which did respond - or from Morley College. In the case of Fleet, non-response was closely linked to a funding crisis. A letter from Fleet is included as Appendix 3. One of the two Conservative boroughs not responding has been undergoing redundancies and restructuring (Table 1).

As a follow-up to the questionnaire, a number of interviews were conducted in a Conservative-controlled borough that has opted for an Adult College, and in a Labour-controlled borough which is developing a decentralised Community Education service. I developed interviewing schedules for use with (a) senior managers, (b) anti-racist workers and (c) adult education staff working with voluntary organisations. At this point the research design had to confront in practice the familiar limitations of time and money. In the event, 5 interviews were carried out: one of each type in the Conservative borough, and the senior manager and voluntary organisation type in the Labour borough. There was a tension too between my own training as an ethnographic researcher (Payne 1990) and the limited nature of this piece of research. The interviews opened up many paths for enquiry which could not be followed, and the assertions made by respondents would need further testing to validate the results (Note 3). I have tried to use this interview material more to illuminate the questionnaire material than to draw substantive conclusions, but accept that a few substantive points are only supported by interview

material.

Two further remarks need to be made about the interviewing. First, in the case of senior managers, the interview provided a context for completing the questionnaire which in turn was a starting-point for the broader questioning. Second, in the case of Environmental Education, so little of it was happening in these two services that there was no point in conducting interviews. That is not to say, of course, that no Environmental Education was taking place in these boroughs, which in itself constitutes a further research question, but that little is offered by the LEA service.

In the case of voluntary organisations, I did step briefly outside of the Adult Education sector. I obtained reports from the National Council for Voluntary Organisations (NCVO 1991) on the crisis of the voluntary sector in London, and a number of training documents from the London Voluntary Service Council (eg LVSC 1991) before conducting an interview with a LVSC Training Officer. This provided exactly the sort of context for reviewing the work of the LEAs in this field which was lacking for the Environmental Education category.

3. Adult Education in Inner London

"The duty of governments is to create the environment which encourages the best, not the worst, in mankind." (R.H.Tawney)

"Here comes a candle to light you to bed,
Here comes the chopper to chop off your head.
Chip-chop, chip-chop, the last man's dead" (Nursery rhyme)

"Atishoo! Atishoo! We all fall down" (Nursery rhyme)

In the children's game of "Oranges and Lemons", everyone gets chopped eventually. In "Ring-a-ring o'roses" disaster strikes everyone at the same moment. In this report I shall show how the abolition of ILEA was a traumatic event for the whole of the Inner London adult education service, which had always been run by a unified education authority (the London County Council, and later the Inner London Education Authority). I shall also show that the funding crisis is a generalised one, but that there are significant differences in the response of boroughs to the crisis. In addition to the actual cuts in service, it is also important to take into account the severe blow to staff morale and professional confidence that cuts and reorganisation together represent. As one Principal's Personal Assistant put it to me when I was chasing up a questionnaire:

> It's really abysmal to see how people's personal lives are being affected by this... It feels very, very heavy for all sorts of reasons.

The principal of one AEI was quoted as saying:

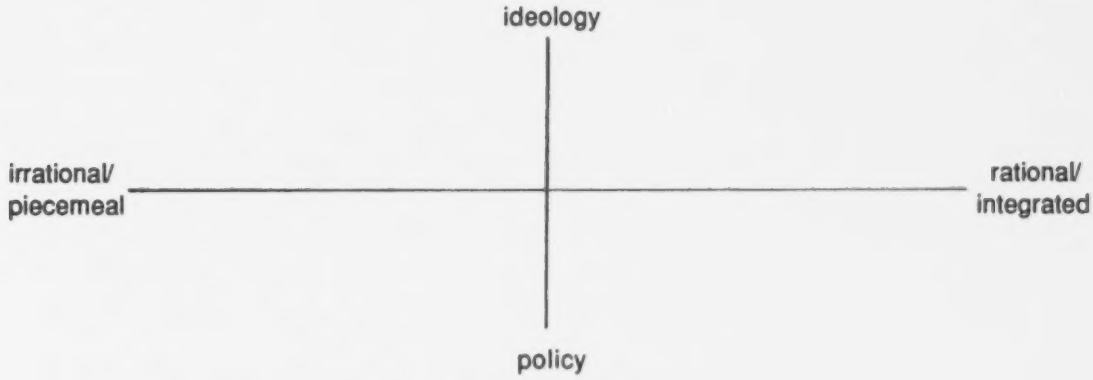
> The prophets of doom must have been surprised, so rapidly is provision sliding away. From this month resources will diminish again in all 12 Inner London

boroughs. Some reductions will be so severe that they prefigure the disappearance of an adult service in the two boroughs of Lambeth and Southwark.
(**Education**, 12 April 1991, p. 301)

Faced by the threat of poll-tax capping (Note 4), boroughs had to make hard choices about priorities. In Islington, a cut of only 1% in the schools budget was achieved by cutting the Adult Education budget by over 20%. Educating 5-16 year olds is a statutory obligation on LEAs; adult education is not. In many boroughs both adult education and grants to voluntary organisations have been cut.

4. Active Citizenship

The report of the Speaker's Commission on Citizenship report **Encouraging citizenship** (HMSO 1990) is a melting-pot of conflicting views about society. While a detailed commentary on it is outside the scope of this report, I would suggest that it can best be understood as occupying a series of positions between on the one hand ideology and policy, and on the other hand the piecemeal (or irrational) and integrated (rational). This can best be presented as a bi-polar model:



Using this model it is possible to identify:

i) irrational ideology through "moral panics" such as those over reading and writing standards in primary schools, "scroungers" and "ethnic dilution";

ii) rational ideology through slogans such as "active citizens", "community education" or anti-racism (note 5);

iii) piecemeal policy such as adult education as a support for voluntary organisations;

iv) rational policy such as the provision of Adult Basic Education or Educational Guidance.

Using the same bi-polar model, this can be represented as:

standards scroungers ethnic dilution	active citizens community education anti-racism
adult education and voluntary organisations	Adult Basic Education Educational Guidance

I deliberately included in the questionnaire an open-ended question which gave respondents the opportunity to respond to the notion of active citizenship itself:

> Q.11. In what other ways do you think the work of your adult education institution or service encourages people to be "active citizens"?

There were 4 broad areas of response:

i) **Adult education as a positive social experience.** In a society dominated by the mass media and impersonal transactions, adult education remains a domain of face-to-face interaction:

> It's trite but it has to be said that the general experience of coming out of your house and engaging in purposeful activity with others gives you a view of yourself, a self-image which makes you more likely to do a whole range of other things.

Other respondents referred to the "methodology of adult learning" (presumably meaning the process by which the curriculum is negotiated within the classroom or workshop), and "general empowerment through skill and confidence acquisition." Yet another said: "I don't want to use empowerment but that's what it's all about", referring to "what people are capable of and the development of personal and community skills."

ii) **Participation in Students Association and Committees.** A number of respondents mentioned this as a form of active citizenship. One of the independent institutions commented:

> As a voluntary organisation we are governed by a council of elected lecturers and students, and all our work is organised by committees of voluntary officers, staff and students. We regard this as an important educational process involving management and politics.

iii) **The curriculum.** A further group of respondents referred directly to areas of the curriculum which they saw as encouraging active citizenship. This included not just work with or for voluntary organisations, but also political education courses.

iv) **Priority groups**. The biggest cluster of responses were around adult education's commitment to its "priority groups". This of course refers back directly to ILEA's equal opportunities policies and the prioritizing of certain curriculum areas (Basic Education, Return to Study, Access, ESOL) and certain target groups (black people, those with disabilities, women, and to a lesser extent lesbians and gay men and the working class). This derives from an analysis of power in society, and the function of education as giving access to power in a way that privileges men, white people, the able-bodied, heterosexuals and the middle class. One institute provided an official list of such groups (appendix 4). Such responses go to the heart of questions such as "Who counts as a citizen?", "How are citizen rights exercised?" They reflect a Freirean approach to literacy as a process of empowerment, and, linked to work with organisations representing these groups, constitute a recognition that self-advocacy provides the building blocks of a democratic society.
One interviewee referred to

> the final recognition by adult educators that qualifications were what people wanted ... Now that's all been broken down, the (service) is still offering a good curriculum on basic qualifications and basic education which a number of black individuals are benefitting from ... It's riding even higher in a sense as the (service) is pushed into having a much clearer purpose about what it is.

He saw this process as "turned into turmoil" by the May 1991 White Paper, but that is outside the scope of this report.

5. The Reorganisation of Adult Education in Inner London

The abolition of ILEA did not form part of the 1987 Conservative manifesto, but was introduced into the House of Commons as an amendment to the 1988 Education Reform Act. This decision was contested throughout London, particularly in the adult education sector. The Education secretary Kenneth Baker had used the phrase "jewel in the crown" to describe ILEA's Adult Education Service, and this became a focus for campaigning. Paul Flather, Chair of the ILEA Further and Higher Education Committee, claimed:

> ...it has become clear that the Government, not content with aiming for the abolition of ILEA ... is also out to see the adult service decimated. Civil servants at the Department of Education and Science have explained that London adult education is "over funded", that it must be "rightly" run down, and there will be few guarantees for staff. In short, they are seeking a 40 per cent cut in a service described as "well organised and efficiently run" by the Government's own Chief HMI as recently as February 1988 (ILEA 1988:4).

Objectively it was stated that "With under 5% of the country's population, ILEA provides almost 14% of the local authority provision of adult education in England and Wales" (idem:10). These concerns have been borne out by subsequent events, and the DES objective of reducing expenditure on adult education in London to the national average (thereby reducing still further that average) may well be achieved.

The reduction has been achieved in three stages. Firstly, ILEA budgets were rate-capped

from the mid-80s and there had been some falling away in the budget available to adult education by the date set for abolition, March 31st 1990. One respondent put this at 25% over the last 3 years of ILEA. The second stage came with the passing of control to the boroughs and the introduction of the Poll Tax in England and Wales. Respondents were asked to compare their budget for 1990/91 with that for 1989/90. 1 reported that it was bigger, 6 the same and 7 smaller (table 3). 2 boroughs reported vacancies unfilled, while one of the independent institutions was hit by the loss of a borough grant. At the third stage, respondents were asked to compare their budget for the year 1991/92 with that for 1990/91. 1 reported an increase, 4 the same and 9 smaller. These 9 included 1 controlled by Liberal Democrats, 1 controlled by Conservatives, and 6 controlled by Labour. One borough was faced by the additional burden of a £1m overspend on staffing from 90/91. Subsequently, Lewisham also announced a considerable deficit for 90/91 which will lead to substantial cuts in Adult Education. Budget cuts as high as 30% and 43% were mentioned. One principal pointed to the downward spiral effect of a reduced budget leading to reduced student numbers and a still smaller budget:

> "... if you're cutting adult education, we're **bound** to have a drop in student figures and if you then cut the budget further in respect of that, we're into a downward spiral from which we can't recover".

The staffing implications of cuts of this scale are major. Over a 4 year period (1989/90 to 1992/93), there were no increases in full-time staff, 3 were hoping to stay the same, and 11 were reducing. For part-time staff the figures were 1 increasing, 2 the same and 7 less. The steepest cuts in full-time staff were from 80 to "40-50", 73 to 40 (this figure was pre-poll-tax-capping) and 80 to 30. Two of these institutions were cutting part-time budgets by 50% and 38% (note 6). The third was trying to keep up the part-time budget by cutting full-time staff but acknowledged that "It is difficult to see how far one can go shedding full-time staff to maintain part-time teaching hours". Three other boroughs (including one not returning the questionnaire) were expecting redundancies and unfilled vacancies.

6. The Curriculum and the Student Body

Two independents were already moving towards an emphasis on income generation, which of course breaks both the need-provision link and the LEA budget-student numbers link: "Because of cost recoverable courses being a feature nowadays we in fact are not constrained by the formal part-time budget". Both senior managers interviewed had plans to move down the same road (the direction already taken in many parts of the country). One Principal I interviewed had just produced a paper, approved by "key politicians" to introduce income generating courses across the curriculum but protecting areas such as Special Needs, Basic Education and ESOL. The other principal was making a cautious start with high status art courses. I am not aware of how successful this Robin Hood approach to running adult education is, and the point must be made that because of the strong emphasis in Inner London on Basic Education, ESOL, Special Needs, work with the unemployed and older people, the amount of work that can never be "income generating" is larger than in other parts of the country. By the mid-1980s only 37% of ILEA adult education students were in paid work (compared with 54% in a national survey of 1981/2), while 37% had no formal educational qualifications (23% nationally). 45% were from black or other ethnic minority groups, and 43% spoke a language other than English at home (ILEA 1987).

The extent to which the composition of the student body has changed or is likely to change is crucial in defining what sort of intervention adult education constitutes in society. Thus 3 out of the 4 institutions noting an increase in part-time students from 1989/90 to 1990/91 were independents (Table 8). 2 out of the 4 expecting future increases were independents. 4 were expecting student numbers to remain the same, and 6 to decline (Table 9). Comments sent in by respondents included that people on benefits were being protected, that the proportion of over-60s was likely to decline, there were more black students, fee increases meant the average student was doing less courses, there was an increase in unemployed students (the current recession). More detailed research is clearly needed to see how far over the next few years there is a retreat from the trends defined in **Changing course**.

Of particular interest was the response to the educational needs of refugees because of the challenge to notions of citizenship they represent, especially in the context of 1992 and the Single European Market (Randall 1991). Three boroughs mentioned an increase in refugees, plus one at interview. A fifth was mentioned in a newspaper article about the plight of Kurdish refugees whose English classes are being cut in Camden. According to the British Refugee Council, "there are more than 3,000 refugees on waiting lists for English courses in Greater London." (**The Guardian**, 30/4/91, p.23)

Replies to the question on curriculum change in the questionnaire offered interesting information on new trends in the service. Individual references were to EFL, refugee courses, Legal Studies. But the majority centred around an increasing emphasis on job and examination-orientated courses. 4 institutions mentioned exam courses, 2 Access/Return to Learning and one work-related approaches to the traditional curriculum. Clearly this trend is acceptable to hard-pressed politicians of all persuasions. Overall though, the curriculum offer is likely to narrow, with many courses disappearing because of increasing fees and falling enrolments and others being effectively removed from the reach of many potential students by self-financing moves. One Labour borough service thought that "traditional" adult education would either become self-financing or disappear. I have argued elsewhere that access to leisure and adult education that supports leisure is an important equity issue that affects the quality of life for groups in our society who are already materially or culturally oppressed (Payne 1991:156-7).

7. Active Citizens and Adult Learning: Environmental Education.

There is no doubt in my mind after surveying the questionnaire returns and interviewing two senior managers that this was a case of asking the wrong research question, or the right question in the wrong place. Clearly the amount of environmental education going on in Adult Education in Inner London is so small as to be insignificant. **Floodlight** suggests that it is declining rather than increasing: 19 entries for "Ecology" in 1989/90 reduced to 8 by 1990/91. Two of these were the Birkbeck College University Extra-Mural Department Certificate in Ecology and Conservation. Non-exam courses in Environmental Studies reduced from 14 to 10, while examination Environmental Studies remained constant at 11. Most of the latter was degree level work, and 6 of the entries involved 2 polytechnics. Natural History was down from 12 to 11 course entries.

An additional point to be made here is that only two respondents claimed to be able to recruit students for "nearly all" (i.e. 90%) of courses run, 4 reported "most" (70%), and 4 "some" (50%) (Table 12). So **Floodlight** probably over-estimates the amount of Environmental Education going on. 8 of 11 respondents claimed that provision in this area was the same for 1990/91 as for 1989/90, but plans for 1991/92 showed 2 increasing, 5 the same, and 4 actually reducing (Tables 10 and 11). One independent commented "about the same, i.e. virtually nil". A number of other respondents pointed to the low level of provision, e.g. "The institute has only 3 courses that are directly concerned with environmental education".

At one level this is surprising. The environment tends to be a middle-class issue, and forms part of precisely that "alternative" culture which I have previously identified as playing a large role in the life of the adult education centre (Payne 1992). However, I also demonstrated that this "alternative" culture, with its emphasis on craft skills and interest in alternative medicine, eastern philosophy and so on, was in retreat in the face of the equal opportunities policies which suggested a curriculum more directed at basic skills with some currency in the job market. Furthermore, the scientific facilities which have supported the development of environmental education in our schools, FE colleges and higher education are noticeably lacking in the average adult education institute.

What one does not know is how far green issues are influencing other areas of the curriculum. One senior manager interviewed remarked on the attempt to make cookery more health-related, with less emphasis on craft and skill. But she also acknowledged that Cordon Bleu cookery was still taught. She also noted that in Physical Education there was more emphasis on health, confidence-building and assertion training. I have no evidence on how many on the 40 entries under "Gardening" in **Floodlight** might be termed Environmental Education, although two referred specifically to "Organic Gardening". However, there was no clear consensus on Environmental Education being a major training need (only 3/14 answered yes to this question: Table 13) or informing the whole curriculum" (4/14). It was much more clearly identified with courses (12/14) and contacts with environmentalist groups (10/14) (Table 13). However, "informing the whole curriculum" received the most responses as "most important" and "most difficult" aspect of promoting environmental education (Tables 14 & 15).

One respondent made the further important point that Environmental Education needed to be linked into the urban setting and "inner city issues". One further comment suggested ways forward: "We do most of our work with environmental groups, or rather we

service them re rooms etc. Our health programme is heavily orientated towards alternative approaches and is 'green rich'". But only one institution had even begun to think about a "Green Audit" (Table 16). A senior manager interview confirmed that green issues were not seen as an urgent priority:

Senior manager: I think if some enthusiastic person came along and said "I want to do this (green audit), I'm prepared to put the time in, do you mind if we do it?..."

John Payne: That suggests you see it as something which was bubbling up from underneath rather than that you would sit your senior staff round a table and say "Right, what are we going to do about green issues?"

Senior manager: Yes, I think that's realistically true. It may say something about personal priorities but I think it's more about the current stresses on the organisation ...

Overall, there was no evidence of any reflection in adult education of the enormous increase in participation in environmental groups referred to in **Encouraging Citizenship:** Friends of the Earth membership up from 25,000 to 140,000 over the decade, National Trust membership up from 950,000 to 1.9m, and Greenpeace membership up from 30,000 to 300,000 in just 5 years (HMSO 1990). Environmental Education is clearly happening elsewhere.

8. Active Citizens and Adult Learning: Anti-Racism

Adult education work with the black communities has been changing in recent years. There is now less emphasis on a multi-cultural approach which emphasises ethnic differences, and a growing movement towards "Black Studies" which emphasises racial oppression particularly as expressed in literature and in community issues. In **Floodlight**, Black studies increased from 32 categories to 38 between 1989/90 and 1990/91, whereas all other categories declined: Asian studies from 60 to 50, Afro-Caribbean from 41 to 26 and Caribbean from 25 to 18. The emphasis on ethnicity was especially apparent in Asian Studies, with Cookery (9 entries) and Clothes-Making (12) being the most common, and reflecting of course the two most common categories of the traditional "women's" curriculum in adult education.

Different approaches were also reflected in organisational structures. There were a number of multiple responses, but 8/18 referred to the Principal or Vice-Principal being responsible for monitoring anti-racist work. There were 3 specific appointments: 2 senior lecturers in equal opportunities and 1 anti-racist development worker (Table 17). For the most part, anti-racist monitoring was part of general duties (8/14: Table 18). If the form of anti-racist work varied, there was a high level of agreement on the importance of the issue. Anti-racism as a training need and informing the whole curriculum received the only unanimous responses in the survey, with the courses and links with black organisations only just behind (table 19).

There was, however, a sense of the debate moving on. While 5 institutions claimed there had been no change in anti-racist work since the abolition of ILEA (q.9.5), 2 respondents

said it was no longer a focus for debate. There was some adjustment being made to fit in with borough policies, independent of political control, and few institutions were in a position to send me a copy of their anti-racist statement. In Tower Hamlets, the terms anti-racism and equal opportunities had been replaced by "equal access". One borough that was restructuring was taking the opportunity to ensure that "All new jobs... have more specific responsibilities and line management responsibility for monitoring (equal opportunities including anti-racism)". The picture was not always clear: in Greenwich, which still has two AEIs, one reported "none" under changes, while the other explained that "Equal opportunities has moved on to issues of equity /access". Another borough was placing greater emphasis on linking with black groups, in accordance with its community education ethos.

I detected a sense that while adult education services were still committed to equal opportunities in general and anti-racism in particular, there was also a feeling of other urgent issues coming to the fore. Thus while 9 responses thought that the profile of anti-racism had remained the same during the previous 12 months, 4 thought it had a lower profile and one a higher profile. The most complete statement of this came from a response which enclosed both the borough's and the institute's equal opportunities statements:

> With the abolition of ILEA and insecurity about the future of post-16 education in the borough, other issues, eg income generation, fee targets, reorganisation of FE and AEI into the proposed community college etc have come to the fore. I would maintain however that there is still a commitment to pursuing quality & equality objectives. How far these can be sustained and achieved in the forthcoming months/years is understandably a difficult question to answer.

Another response pointed out that "As full-timers leave, more and more has to be done by less staff". And changing the culture of an institution is a labour-intensive task.

Considerable resourcefulness is required to maintain anti-racist policies in certain boroughs. The senior manager in the Conservative borough explained to me the great care that has to be taken to remain strictly within the law on issues around recruiting staff and advertising courses. The problem was at elected councillor level:

> ...some of the councillors, some of the more right-wing councillors would disagree if they dared. So since they daren't, you can get away with stuff like sign-posting (in Asian languages) and all that sort of thing.

There had been complaints over a course advertised as a "Journalism Foundation" course. Some people had been told that they couldn't come if they were white, and the course had not been set up under the appropriate equal opportunities legislation:

> So this year we're putting on the same course called "Journalism from a black perspective" which is open to black and white people... It's no different from the things you were being careful about under ILEA.

Her colleague defined the borough's approach to race issues as "liberal bureaucratic", appropriating the territory of anti-racism, emphasising personnel issues, and in the process denying the political nature of racial oppression:

> Because racism is a moral problem, institutions cannot in a sense be immoral - only individuals can be immoral ... What you've done is chop away the existence of institutional racism and sexism, and so ... you've individualised it, and therefore you've depoliticised it.

This person pointed to a number of things that the adult education service had been prevented from doing by the borough, noticeably putting "Equal Opportunities through Adult Education" on a leaflet and having a list of target groups (similar to the Hackney list reproduced as Appendix 4) deleted from the prospectus, even though they had already tried to placate the borough by excluding lesbians and gay men: "(the borough) doesn't recognise sexuality as a form of oppression".

Considerable resourcefulness had been needed to issue a set of leaflets prepared by staff locally at about the time of abolition by publishing them via a group at another educational institution: "It's allowing us to get them to people without completely wiping out the fact that our staff wrote them".

The focus of anti-racist work in this institution was clearly the curriculum, and although this line was not pursued further in my interview, does suggest a possible linking of issues around race with those around the environment:

> What we are teaching tutors on ACSET 1 is to understand global connections to their subjects and to the world in general, and also to understand the historical and social implications of their subjects.

If similar approaches are being adopted in other boroughs, it might explain why respondents were reporting that anti-racism was still a high priority, while the "ethnic courses" in **Floodlight** were on the decline.

A further theme which is becoming increasingly important in thinking about anti-racist work is the 1992 Single European Market, and its impact on the status of black people within the European Community and on refugees (Randall 1991). The person referred to above linked this specifically to the question of citizenship:

> ... If one of the primary concerns of black people in Britain is that they're not accepted as being citizens both literally because of their immigration rights and literally I suppose because of discrimination and oppression, then talking about "active citizenship" or adult education playing a role in active citizenship couldn't be anything but starting with an acknowledgement of the reality of racism. Where you could go beyond that, I'm not quite sure ... since all the adult education is owned by white people ...

9. Active Citizens and Adult Learning: Voluntary Organisations

Work with voluntary organisations is part of the tradition of adult education in Inner London. It is also part of its rhetoric. In a research study of this length it is impossible to evaluate claims made about the extent or effectiveness of such work. One principal interviewed said that "I've always thought there was much more rhetoric than fact." She followed this up by explaining: "... actually what we are not about is community development." The other Principal spoke enthusiastically of the new decentralised

service, and wanted to replace "work with" voluntary organisations by "responsiveness to". This interview pointed up the essential ambiguity of ILEA's outreach activities: was the aim to create access to adult education centres and a traditional curriculum, or was the aim to take adult education out of centres into the community and to transform the curriculum? She claimed community education was delivered on 150 sites, and that whereas ILEA had seen this as "outreach", she saw it as the very essence of the service.

Floodlight is an unsatisfactory source for evidence of this kind of work, since much of the decentralised work is not mentioned, and is set up on a time-scale that precludes such advance publicity. Under "Community Studies", there were 32 entries for 1990/91, including GCSE Community Politics and the City and Guilds 325 Community Care course. In the case of non-exam courses (55 entries) there was overlap with Black Studies because of the habit of using 'community' euphemistically to refer to the black communities, as in 'community languages'. A lot of the entries in both these categories were for FE colleges and polytechnics. Counselling and welfare realised 84 entries, but there were clearly different images here, from those which addressed the material problems of the working class (Debt Counselling, Welfare Rights) to those which addressed personal development issues ("Co-counselling group for people with study problems", "Guided imagery").

Overall there were 171 entries in these categories against 151 in 1989/90. This sense of an area of work increasing at a time of financial constraint was borne out by questionnaire responses, but there were also notes of caution. From 1989/90 to 1990/91 6 services reported an increase in work with voluntary organisations, while 5 reported a decrease: expectations for 1991/92 were 7 for increases, 3 for decreases (Tables 22 and 23). Yet there was almost unanimous agreement that the voluntary sector in boroughs was declining (12/12 specific responses) because of the financial crisis in London boroughs. The senior manager whose service was "not about community development" commented about a borough where voluntary sectors grants have been cut.

> ... it does seem to be particularly important that we do continue to offer work in support ... We have this curious anomaly ..., don't we, that voluntary organisations are not being supported financially and yet philosophically voluntary activity is seen to be a great good. So there is a tension there and I think one has to use that.

Another borough reported : "As the borough cuts funding to voluntary groups, they rely more on our support." NCVO have identified London as the area most hit by loss of revenue to voluntary organisations: "The capital has a very high concentration of local as well as national voluntary organisations, and the cuts being made or envisaged are correspondingly large." (NCVO 1991:13). Wandsworth has cut £1.4m from its grants, and 6 other boroughs are expected to make cuts of at least £0.5m.

Educational work with voluntary organisations in Inner London follows a number of models, which should be viewed as ideal types, since services will often be operating in a variety of different ways.

A. **The Community Education Model.**

Education is seen as ameliorating the condition of the working class, but there is a clear division between education and political activity. This in turn corresponds to the hegemony of the Labour Party in Inner London boroughs, where it has acted on behalf of

the working class, but has usually been reluctant to mobilise the class in defence of its own interests (the Communist Party line). This is clear in the work of educators such as Edith Ramsay, Head of the LCC's Stepney Women's Institute and a local Labour councillor (Sokoloff 1987). In the 60s, there was a large increase in adult education in London, but provision was colonised by the middle classes. Thus by 1973 an ILEA report stated unequivocally that "the composition of the student body does not reflect that of the adult population as a whole." (ILEA 1973:50). The solution was to be "efforts to reach out further into the community and to find new ways of discovering and meeting needs, through the services themselves or by the service working with voluntary and other statutory agencies". This was the source of the outreach policy referred to above. Typically this was done by delegating the task to specific appointments, and 4 services reported still having such Community Education worker posts. One had 9.4, another reported a cut from 4 to 2 (question 10.3). Some idea of the range of locations for adult education classes and the range of organisations worked with can be obtained from the example of Hackney (Appendix 5).

As part of the process of reorganisation of work into the boroughs, a number of Inner London LEAs have chosen a more devolved form of organisation, and 3 boroughs have chosen to break with the term Adult Education in favour of Community Education. It remains to be seen exactly what the effects of this strategy will be at a time of scarce resources.

B. **The Institutional Model**

In this model, more emphasis is placed on running courses centrally which are felt to be of use to voluntary organisations. I was given details of one course called "Running an effective voluntary organisation". This had begun with a questionnaire to voluntary organisations about their training needs (topics, preferred timing, need for creche support), and a training course had then been devised to meet those training needs. This worker was on a temporary 2-year contract which is not being renewed. Such courses may well in the future be certificated, eg through the RSA Advanced Diploma in the Organisation of Community Groups (Stamper 1990:15).

This institutional model is used by the London Voluntary Services Council for providing training for voluntary organisations, and is the approach adopted by many of the agencies in their Training Directory. This directory lists some 500 courses under subject headings: Computers and Management are the two largest sections, occupying about one third of the directory. 62 different providing agencies are listed. Significantly only one adult education institution (Mary Ward Centre) has course entries, though the others are listed (with a number of errors) on the back cover.

C. **The Community Education / Economic Development Model**

I interviewed the worker responsible for community education delivery on a large housing estate, well-known for both urban problems and community development work. Some of the provision fitted into the older community education / outreach model described above. An existing Community Development Unit had been disbanded and Community Education had taken on aspects of that role on the large local estate. Thus he was working with Tenant Association committees on courses designed to increase their effectiveness, but also delivering a traditional curriculum of flower-arranging, crafts and keep fit for an over 50s centre. What was distinctive in his work was the link up with the concept of

economic development. This worked in three ways: (a) the presence in the area of a DTI funded Task Force; (b) the expansion in the area of a major employer which was spending "planning gain" money on the estate, and (c) links with the borough Economic Development Unit. On Task Force he said:

> It's not easy money, but if you go with a good idea that's rooted in the community and is aiming at their target groups which is the people, you know, the usual disadvantaged categories, then there's real potential to develop new provision.

He gave an example of co-operation with the Economic Development Unit:

> We're working with the "(Name of estate) Mums and Dads", which is a group that for a number of years has wanted to develop a fashion and clothing design provision leading to self-employment, and we (have) now in conjunction with Economic Development Services commissioned a feasibility study into the whole market of fashion design to see what real potential there is. In the meantime we're developing a pilot targeted at this group leading to qualifications, City and Guilds.

He identified a key need of community organisations as help with 'presenting' themselves to funding organisations:

> They haven't got a constitution, they haven't got a bank account, they haven't got offices, they don't have all the trappings a local authority would require them to have if they're to be considered a viable, bona fide group that can be given £50,000.

One further aspect of this economic development model was working with a technology centre funded by the European Social Fund to run estate-based computer training. It was the existence of these various agencies, themselves coming from several different ideological standpoints, that offered a way forward for the community education worker's perceptions of the needs of local people, especially young black people:

> People out there, in the main, are wanting stuff that is <u>useful</u> to them ... They're generally saying, "Look, I'm unemployed, ... I haven't had a job and I really do feel I wanna make something of my life ... We're providing training opportunities where the jobs are, where we believe the jobs are. And this is where working closely with Economic Development Services comes in because they're constantly updating their research on "the market", I mean, despite the recession, as to where the jobs are.

In the questionnaire, respondents were asked to indicate whether they ran three sorts of courses, and to give examples: courses on general topics (the institutional model), and courses for particular organisations and on the premises of voluntary groups (community education model). There was some overlapping between categories, but a startling multiplicity of response. Under general topics, the commonest categories were book-keeping (3 mentions) and computer training (4 mentions). Specific groups produced 4 mentions of black groups, and 3 of older people. Responses on premises included "80 sites throughout the borough".

Voluntary organisations can be categorised in various ways, but for the purpose of this

report, I think it is important to distinguish 4 broad areas:

1. Groups providing personal social services, including advice centres and local development agencies designed to support such organisations. These are generally funded, employ staff as well as volunteers, and generally look to cross-London training of the type provided by LVSC and the other agencies in their Training Directory.

2. Campaigning groups, often focussed on issues of collective consumption (Payne 1987) such as housing, public transport, childcare.

3. Self-advocacy and self-development groups, including black groups, women's groups and gay and lesbian groups.

4. Social and interest groups, though with some overlap with (2) and (3). Both Tenants Associations and ethnic groups, for example, can be primarily social in nature.

It is precisely this sort of basic distinction which I find lacking in the 1988 report of the NIACE/NCVO "Partners in Learning" project (Percy et al 1988). They appear to be reluctant to state that there are clear differences between a model railway club or flower-arranging circle (examples they use) and organisations set up by marginalised or oppressed groups to campaign for their rights in inner city settings. There is no reason to think that adult education intervention in these groups is always necessarily a good thing. The curriculum requested by social groups for example, may be extremely conservative. A senior manager interviewed spoke of the problems of providing courses for younger Asian women where an older woman who mediates between the service and the Asian community had very clear ideas about "things she thinks are appropriate (...) or when you go to negotiate with the mosque about the courses that they might want and they send men to talk about what their women need." In another interview, criticism was reported of the way adult education relates to local black organisations: "black organisations exist to provide a positive environment and solidarity that are not available in society at large". These purposes were negated by the service "hearing" the educational needs (eg ESOL) but not the political purpose of the organisation: "Having an understanding that you listen to an organisation and what the individuals want is not quite the same thing as understanding the political reason that organisation exists."

A major question is how adult education in support of the voluntary sector should be funded. The crisis in the voluntary sector has already been referred to, and NCVO has suggested a rescue package of £30m direct central government funding and £75m to local government for "strategic investment in the voluntary sector". Without some kind of targeted funding for community education to continue this work at local level, it is difficult to see how such work can develop and grow. This in turn will involve a much clearer identification of some aspects of this work as priority areas which are therefore eligible for grant-aided funding, and thus which areas should be left for local decisions about funding. The so-called Scandinavian model of direct funding of voluntary adult educational organisations has some merit, though this has tended to develop increased rigidity:

> ... as the interest-organisations and popular movements have become increasingly complex and bureaucratized, new channels of 'grass-roots' influence have emerged ... Nevertheless, such campaigns are not entitled to public financial support for any courses they may arrange, even though they often have an acute need to provide

membership and sympathisers with information and training (Nordhaug 1986:54).

Three boroughs expressed pessimism about the future of their work with voluntary organisations, when invited to comment (question 10.6). As one of them succinctly put it:

> We work extensively with a wide range of voluntary organisations in the borough but they are increasingly experiencing cutbacks and the role of this area of work is yet to be defined within the proposed post-16 future provision.

10. Conclusions

10.1 The strengths of adult and community education in Inner London include its strong community base (Section 9) and its commitment to equal opportunities. (Section 8). Its major weakness is that it is non-statutory and therefore has a fragile basis of financial support (Sections 3,5,6,). Its curriculum base tends to be relatively narrow (Section 7).

10.2 Adult and community education in Inner London: there is a generalised funding crisis in Inner London, due to the abolition of ILEA, the implementation of the poll tax and the threat or reality of poll-tax capping. This takes differing forms in different boroughs, according to the nature of political control. This crisis is part of a general tendency for central government to take firmer control over local state expenditure (Sections 3,5,6,9).

10.3 The development of Adult Basic Education, including Access Courses, Return to Learning and other courses providing recognised qualifications, has made a major contribution to people's potential as active citizens in the communities in which they live and work. This has been of particular importance to the black communities (Sections 4,8).

10.4 The individual and the collective: adult and community education can work for social control or for liberation. The question is whether adult education promotes individuals likely to work together with their fellow citizens for social justice, or individuals who reject the notion of solidarity (Sections 4,6,8,9).

10.5 Citizenship laws make the notion of active citizenship problematic for the black communities. Adult and community education works extensively with the black communities, but there are outstanding questions around the success and future of this work (Section 8).

10.6 It is important to distinguish different types of voluntary organisation and their education and training needs, especially in relation to who pays, and how the work should be organised and supported (Section 9).

10.7 Adult and community education in support of active citizenship is more likely to have an impact in curriculum areas such as parent education or working with voluntary organisations, where adult education has a tradition of intervention, than in areas such as Environmental Education where no such tradition exists. (Section 7). On this scale, anti-racism occupies an intermediate position where the intervention of adult and community education is problematic (Section 8).

11. Further Research Questions

This brief survey of Active Citizenship and Adult Learning in Inner London has given rise to a number of further research questions. I have noted these down as they arose, and the list does not imply any order of priority.

11.1 The psychological effects of cuts and reorganisations on the long-term morale and activity of adult educators as a professional group.

11.2 What are the outcomes of adult and community education services run on a "Robin Hood" basis of full-cost courses subsidising priority areas of work?

11.3 To chart possible changes in the student profile outlined in **Changing Course** (ILEA 1987).

11.4 To what extent have "green issues" and "green perspectives" come to inform the general adult education curriculum?

11.5 Policy development questions about financial support for education and training work with voluntary organisations.

11.6 A retrospective view of the impact of ILEA Equal Opportunities policies on adult and community education in Inner London.

11.7 "Active Citizenship and Adult Learning" in a curriculum area such as Parent Education, where adult education has a history of intervention and which has been subject to ideological and policy intervention in relation to the 1988 Education Reform Act.

11.8 Active citizenship and formal citizen rights. Adult education and the debates about a "Bill of Rights" and "Fortress Europe".

11.9 The role of older people in the whole work of society, including voluntary organisations, and how to support this role (Note 7).

NOTES

Note 1 Inner London covers the City of London and the boroughs of Camden, Islington, Hackney, Tower Hamlets, Greenwich, Lewisham, Southwark, Lambeth, Wandsworth, Hammersmith and Fulham, Kensington and Chelsea, Westminster.

Note 2 These categories were defined within the larger research project rather than by empirical research on London. A number of respondents questioned the categories chosen.

Note 3 This is not of course to question the accuracy of their perceptions but to assert the methodological importance of taking account the perceptions of all social actors in a chosen field.

Note 4 In the event only Greenwich and Lambeth were poll-tax capped.

Note 5 This distinction between rational and irrational ideology is not merely a matter of bias! Irrational ideology cannot identify solutions to problems because it deals only in superficial phenomena. Rational ideology identifies problems in their complexity, but does not suggest specific solutions, which is the function of policy development.

Note 6 A few financial figures have been converted to percentages, but with a data base of only 14 respondents, I did not feel it would be helpful to convert responses to percentages.

Note 7 This point derives from a chance conversation on Vauxhall Bridge with Maureen Cooper of the Education Resource Unit for Older People (EdROP) at the City Lit.

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LIST OF APPENDICES

1. Continuing Education Research Centre, University of Warwick, **Active Citizenship and Adult Learning**

2. Blank questionnaire

3. Letter from Fleet Community Education Centre

4. Hackney Adult Education Institute. **Target groups**

5. Hackney Adult Education Institute. **Some of the organisations we are running classes with and some of the places where they are held**

Questionnaire tables

Table 1 The political control of adult education

	respondents	non-respondents	total
Conservative	1	2	3
Labour	9	1	10
Liberal Democrat	1	0	1
Independent Institutions	3	1	4

Table 2 The status of institutions and services

Governing Body	7
Education Department	4
L.R.B. funded	3

Table 3 90/91 budget compared with 89/90

Bigger	1
About the same	6
Smaller	7

Table 4 91/92 budget compared with 90/91

Bigger	1
About the same	4
Smaller	9

Table 5 Full-time teaching staff 89/90 to 92/93

Increase	0
About the same	3
Smaller	11

Table 6 Part-time teaching staff 89/90 to 92/93

Increase	1
About the same	2
Decrease	7
No response	4

Table 7 Full-time students 89/90 to 90/91

Increase	1
About the same	0
Decrease	0
No response	13

Table 8 Part-time students 89/90 to 90/91

Increase	4
About the same	2
Decrease	4
No response	4

Table 9 Expected change in student numbers 90/91 to 91/92

Increase	4
About the same	4
Decrease	6

Table 10 Environmental education 89/90 to 90/91

Increase	2
About the same	8
Decrease	1
No response	3

Table 11 Environmental education: changes expected 90/91 to 91/92

Increase	2
About the same	5
Decrease	4
No response	3

Table 12 Environmental education: success in recruiting students

Nearly all courses planned (90%+)	2
Most courses planned (70%+)	4
Some courses planned (50%+)	3
No response	5

Table 13 Approaches adopted to environmental education

	Yes	No	No response
Training issue	3	3	8
Informing the whole curriculum	4	3	7
Specific courses	12	0	2
Working with environmental groups	10	1	3

Table 14 Approach seen as the most important

Training issue	0
Informing the whole curriculum	4
Specific courses	2
Working with environmental groups	2
Other	1
No response	5

Table 15 Approach seen as the most difficult

Training issue	1
Informing the whole curriculum	6
Specific courses	1
Working with environmental groups	1
Other	2
No response	4

Note: one respondent gave two answers, and both are included.

Table 16 "Has your institution/service done a 'green audit'?"

Yes	0	
No	12	
No response	1	
Other	1	("currently in hand")

Table 17 Responsibilty for monitoring anti-racist work

Principal/Vice principal	8		
All staff	2		
Specific appointment	3	Anti-racist development worker	1
		Senior Lecturer (Equal Opportunities)	2
Other	3	E.O. Standing Committee	1
		A black lecturer	1
		Senior management team	1

Note: Two respondents gave two answers, both of which are included.

Table 18 Status of person(s) responsible for monitoring anti-racist work

Full-time post	2
Part-time post	0
Part of general duties	9
No response	3

Note: This was an unsatisfactory and ambiguous question. Some respondents clearly thought full-time meant "salaried post" whereas the intention was to find out if the persons spend all their time at work on anti-racism.

Table 19 Approaches adopted to anti-racist work

	Yes	No	No response
Training isssue	14	0	0
Informing the Whole curriculum	14	0	0
Specific courses	13	0	1
Working with black organisations	13	0	1

Table 20

20.1 Approach seen as most important

Training issue	2
Informing the whole curriculum	5
Specific courses	0
Working with black organisations	0
Other (all of these)	5
No response	2

20.2 Approach seen as most difficult

Training issue	1
Informing the whole curriculum	8
Specific course	0
Working with black organisations	2
Other (none of these)	2
No response	1

Table 21 Changes in the profile of anti-racism April 1990 to April 1991

Higher profile	1
About the same	9
Lower profile	4

Table 22 Work with voluntary organisations: 89/90 to 90/91

Increase	6
About the same	2
Decrease	5
No response	1

Table 23 Work with voluntary organisations: change expected 90/91 to 91/92

Increase	7
About the same	4
Decrease	3

Table 24 State of the voluntary sector in the borough

Increasing	0
About the same	0
Declining	12
Not applicable	1
Don't know	1

Table 25 Courses on general topics for voluntary organisations

Yes	13
No	0
No response	1

Table 26 Courses for specific voluntary groups

Yes	12
No	0
No response	2

Table 27 Courses on premises of voluntary organisations

Yes	12
No	0
No response	2

Appendix 1

CONTINUING EDUCATION RESEARCH CENTRE
UNIVERSITY OF WARWICK

ACTIVE CITIZENSHIP AND ADULT LEARNING

1. Aims.

Questions of citizenship are high on the contemporary political agenda. In Britain, such initiatives as Charter 88, the Speaker's Commission report on *Encouraging Citizenship*, and the National Curriculum Council's proposals for citizenship education in schools have all sought to promote active citizenship, in a range of forms and settings. These include contributions to the community at large; participation in public debate and decision-making, involvement in social movements of various kinds; and formal, legal concepts of national - and European - citizenship.

In Britain, adult education has long been seen as connected intimately with the acquisition and development of the skills and knowledge required for active and effective participation. The project will explore the contemporary situation in Britain. In particular, we are looking at:

(a) citizenship in the adult education curriculum (i.e. the ways in which present provision can be said to promote active citizenship);

(b) learning within social movements (formal and informal adult learning within organisations such as credit unions, environmentalist groups, Women's Institutes, and Neighbourhood Watch); and

(c) the changing relationship between civil society and the state (through a case study of delegated powers over an LEA adult education service).

This research is supported financially by the Universities Funding Council.

Our work will be enormously enriched through comparison with experience and practice in other nations. CERC has helped form an international network on adult education and active citizenship, currently involving the Universities of Wroclaw (Poland) and Linkoping (Sweden); the fourth partner is Fircroft College of Adult Education in Birmingham.

2. Outcomes.

The project is currently funded to October 1992. Seminars and conferences will be organised periodically throughout the project's life. The findings will also be made available through publications, an up-to-date list of which can be obtained from CERC.

3. Project Team.

Project Directors: Dr John Field & Professor Chris Duke
Research Assistants: Tessa Lovell & Peter Weller
Project Associates: Dr Agnieszka Bron (Linkoping), Keith Jackson (Fircroft) and Dr Mieczyslaw Malewski (Wroclaw)

For further details, write to:
Continuing Education Research Centre, University of Warwick, Coventry, CV4 7AL.

Appendix 2

Active Citizenship and Adult Learning in London

PART A : GENERAL QUESTIONS

1. Name of Institution: .....

2. Name of respondent: .....

   Position: .....

3. Status of adult education service. Please mark if you are:

   1. A free-standing institution with Governing Body ___

   2. An Adult or Community Education Service organised within the Education department ___

   3. Directly funded by the D.E.S. ___

   4. Other (please specify) .....

4. **Budget**

   1. How did your budget for 90/91 compare with the final year of ILEA (89/90)?

   Bigger ___ About the same ___ Smaller ___

   Comment:

   2. How does your proposed budget for 91/92 compare with 90/91?

   Bigger ___ About the same ___ Smaller ___

   Comment:

5. **Teaching Staff**

1. Full-time staff. Please give approximate figures (FTE) for:

1989/90 ___ 1990/91 ___ 1991/92 ___
(if comparison possible)

2. Part-time staff. What is your part-time budget?

1989/90 ___ 1990/91 ___ 1991/92
(if comparison possible)

Do you have any general comment to make on staffing levels?

6. **Students**

1. Enrolments for 89/90 full-time ___ part-time ___

2. Enrolments for 90/91 full-time ___ part-time ___

3. How do you expect these figures to change in 1991/92?

increase ___ stay the same ___ decline ___

Comment: (you might like to indicate if you feel your student profile has changed, e.g. more or less older or younger students, refugees, unemployed people, people on full-time or "21-hour" courses)

7. **Curriculum**

Are there significant areas of the curriculum you

1. No longer cover but used to? .....

.....

2. Have started to cover recently? .....

.....

Comment:

PART 2 : ADULT EDUCATION AND "ACTIVE CITIZENS"

8. **Environmental Education**

1. Has provision in this area (89/90 to 90/91)

increased ___ stayed the same ___ decreased ___

2. For 91/92 are you planning

more courses ___ about the same ___ less courses ___

3. Are you able to recruit students for

nearly all courses planned (90%+) ___
most courses planned (70%+) ___
some courses planned (50%+) ___

4. In which of the following ways does your institution / service see environmental education (please mark all those that you think apply)?

Training issue	Yes / No
Informing the whole curriculum	Yes / No
Specific courses	Yes / No
Working with environmental groups	Yes ? No

5. Which of these do you see as most important?

.....

Which do you see as most difficult?

.....

6. Has your institution / service done a "green audit"?

Yes / No (Please send a copy if answering "yes")

General comment:

9. **Anti-racist work**

1. Who is responsible for monitoring anti-racist work (position not name please)?

.....

2. Is this appointment: full-time ___
part-time ___
part of general duties ___

3.In which of the following ways does the institution / service see anti-racism (please mark all those you think apply):

Training issue	Yes / No
Informing the whole curriculum	Yes / No
Specific courses	Yes / No
Working with black organisations	Yes / No

4. Which of these do you see as most important?

.....

Which do you see as most difficult?

.....

5. What changes have there been in your anti-racist work since the abolition of ILEA?

6. In general, do you feel that in the last 12 months anti-racism in your institution / service is

higher profile ___ about the same ___ lower profile ___

7. **Any further comment**:

Please send a copy of your anti-racist statement

10. **Work with voluntary organisations**

1. Has your provision in this area (89/90 to 90/91)

increased ___ stayed the same ___ decreased ___

2. For 1991/92 are you planning

an increase ___ about the same ___ a decrease___

3. Do you have specific appointments for work with the voluntary sector? (please specify)?

.....

.....

4. Is the voluntary sector in your borough

increasing ___ about the same ___ declining ___

5. Which of the following sorts of course are run?

Courses on general topics Yes / No

Please give examples (e.g. committee procedure, book-keeping)

.....

Courses for specific voluntary groups Yes / No

Please give examples: .....

.....

Courses on premises of voluntary organisations: Yes / No

Please give examples: .....

.....

6. Do you have any other comments on this area of work?

Please send copies of any relevant reports on outreach work and work with voluntary organisations

11. In what other ways do you think the work of your adult education institution or service encourages people to be "active citizens"? (you might like at this point to briefly look back at the sheet describing the "Active Citizenship and Adult Learning" project)

Thank you again for giving up the time to complete this questionnaire. Please do not hesitate to contact John Payne directly if you have queries about the questionnaire. Please contact John Field at the University of Warwick for further details of the research project.

Please return the questionnaire directly to John Payne at 460, Merton Road, London SW18 5AE by **Tuesday 7th May**, using the enclosed pre-paid envelope

April 1991

Appendix 3

Fleet
Community
Education
Centre

2/5/91.

Dear Dr Gabriel Pereira,

I started to fill in your questionnair but am unable to complete it as my time has been taken over attempting to save our centre from a £150,000 or closure but I thought that information in itself would be useful for your research!

If it's of any use later this term I may have some time by then.

Ann Stewart

Director Ann Stewart
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Appendix 4

HACKNEY
ADULT EDUCATION INSTITUTE

1990

TARGET GROUPS

Hackney Residents

Women

Women & Men who wish to Return to Learning

Black & Ethnic Minority Students

Students with Learning Difficulties

The Elderly

ESOL Students

Students with Physical & Sensory Disabilities

People who have suffered Mental Distress

Travellers/Gypsies

Asylum Seekers/Refugees

Homeless Families, those in Bed & Breakfast for Hostel Accommodation

Parents

Community & Voluntary Groups

Ex offenders, Sentenced offenders in the Community

Woodberry Down, Woodberry Grove, London N4 2SH ☎ 01-809 7737

◆ המכון להשכלה למבוגרים – האקני ◆ હેકની પ્રૌઢ શિક્ષણ સંસ્થા ◆ ہیکنی تعلیم بالغاں کا مرکز ◆ 成人教育學院
◆ Εκπαιδευτικό Ινστιτούτο Ενηλίκων Χάκνεϋ ◆ Hackney Yetişkinler Eğitimi Enstitüsü ◆ معهد هاكني للتعليم الكبار
◆ হাকনী বয়:প্রাপ্ত শিক্ষা প্রতিষ্ঠান ◆ Haclý Ado Adokesân Instichyt ◆ ਹੈਕਨੀ ਐਡਲਟ ਐਜੂਕੇਸ਼ਨ ਇੰਸਟੀਚਿਊਟ

Appendix 5

SOME OF THE ORGANISATIONS WE ARE RUNNING CLASSES WITH AND SOME OF THE PLACES WHERE THEY ARE HELD

◆ Shoreditch Health Centre ◆ Hackney African Assoc ◆ Overbury House ◆ Hoxton Hall ◆ Clapton Muslim Assoc ◆ Wilberforce Road Methodist Hall ◆ Princess May School ◆ Asian Womens Centre ◆ Chats Palace ◆ Laburnum Boat Club ◆ Lower Clapton Health Centre ◆ Huddleston Centre ◆ Christian Community Centre ◆ Rio Cinema ◆ Hackney Information Technology Cente ◆ Yesodeh Hatorah School ◆ Kingshold Day Centre ◆ Alfred Heath Centre ◆ German Hospital ◆ Hackney Hospital ◆ Pembury Estate Community Hall ◆ Bell Club ◆ Victoria Jewish Senior Citizens Club ◆ Hall of Rememberance ◆ Jubilee School ◆ John Scott Centre ◆ Glebelands ◆ New River Lodge ◆ Agadus Israel ◆ Woodberry Down Primary School ◆ Wolfson House ◆ Albion Road Day Centre ◆ Rav Tov ◆ Parkside School ◆ Laburnum School ◆ Family Centre ◆ Sir Thomas More Church Hall ◆ Jenako Arts Centre ◆ Hackney African Language Centre ◆ Clapton School ◆ Jack Dunning Estate Hall ◆ Stoke Newington Fire Station ◆ Millfields School ◆ Pedro Youth Club ◆ Ashley Court ◆ Hackney Youth Unemployment Project ◆ Skinners School ◆ Rose Lipman Community Hall ◆ Wally Foster Community Centre ◆ Hackney Downs Youth Centre ◆ Hackney City Farm ◆ Jewish Deaf Assoc ◆ Barton House Health Centre ◆ North London Jewish Day Centre ◆ St Marys Tenants Assoc Hall ◆ British Red Cross ◆ Fellows Court Family Centre ◆ Stoke Newington School ◆ Holly Street Community Centre ◆ Irish Womens Centre ◆ Caribbean Community Centre ◆ De Beauvoir School ◆ Cypriot Centre ◆ Centerprise ◆ William Patten School ◆ Lubavitch Centre ◆ Chinese Community Services ◆ Woodberry Down School ◆ Hackney Muslim Womens Council ◆ St Marys Social Club ◆ Lea Rowing Centre ◆ Turkish Cultural Community Assoc ◆ Hackney College ◆ Homerton Hospital ◆ Lenthal Road Workshop ◆ St Josephs Hospice ◆ Psychiatric Rehabilitation Assoc ◆ Berger School ◆ Hackney Grove Outreach Project ◆ Homerton Adult Training Centre ◆ Eastway ◆ Morningside Gym ◆ Haggerston Community Centre ◆ Hackney Free and Parochia ◆ Comet Workshop ◆ Oaklands ◆ Shoreditch Day Centre ◆ Lauriston Centre ◆ Hackney Black Peoples Assoc ◆ St Leonards ◆ Hackney Pensioners Press ◆ Shoreditch Library ◆ Wenlock Estate Hall ◆ Turkish Education Group ◆ City and Hackney Talking News ◆ Southwold Road Old Peoples Home ◆ Sam and Annie Cohen Centre ◆ Nye Bevan Community Centre ◆ Buccleugh Home Day Centre ◆ Turkish Womens Group ◆ Rendlesham Road Old Peoples Home ◆ Lea View Estate Tanants Hall ◆ Harriet Tubman Community Centre ◆ Clapton Pool ◆ Hackney Urban Studies Centre ◆ Ann Taylor Centre ◆ St Johns Church ◆ Broadway Market Community Centre ◆ Seabright School ◆ Hackney Sixth Form Centre ◆ Equal Play ◆ An Viet Foundation ◆ Upper Clapton Community Project ◆ Median Road Old Peoples Home ◆ Grazebrook School ◆ Fountayne Road Health Centre ◆ Jewish Womens Centre ◆ Hawksley Community Hall ◆ Simon Marks School ◆

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